

Restricted

(50)

D

GENERAL HEADQUARTERS

SUPREME COMMANDER FOR THE ALLIED POWERS

PUBLIC HEALTH AND WELFARE SECTION

WEEKLY BULLETIN

ARMY
MEDICAL
NOV 20 1946
LIBRARY

For Period
27 October to 2 November
1946

Restricted

Restricted

W E E K L Y B U L L E T I N

SECTION I

WELFARE

Child Protection Committees

On the 15 April 1946, the Welfare Ministry issued an order to all prefectures on the subject, "The Execution of Emergency Measures for the Protection of Waifs and Other Children." There are many prefectures in which this directive is not being carried out.

This order among other instructions directed that every prefecture is to establish a Committee of Child Protection. This committee to consist of:

Government officials managing social works including protection for children.

Educators.

Judges and public procurators.

Directors of reformatories.

Police officers.

Persons engaged in social work.

Doctors.

Officials of institutions engaged in child care.

Volunteer lay persons interested in this program.

The order also stressed that "protection shall never be neglected in guiding and protecting children."

Prefectures that have not established these "Child Protection Committees" are to do so immediately and emphasis is to be placed on the matter of child welfare.

Restricted

Restricted

Subsidies to Private Welfare Institutions

SCAP policy on government financial support of private welfare institutions as announced in SCAPIN-775, 27 Feb 46 on "Public Assistance" was interpreted and clarified at a conference of representatives of PH&W Section and the Welfare Ministry on 30 Oct as follows:

National government funds will not be used to provide lump sum grants to private welfare institutions except as stated in the following paragraph.

Government funds, national, prefectoral, or local, may be used for the restoration, repair, or expansion of existing private welfare institutions providing care for indigent persons, only if such projects are found to be the most economic and feasible means of providing for these persons in a given locality. In no case will government funds be expended for such purposes where other public or private institutions exist which can adequately meet the need.

Wherever possible, priority in the allocation of funds for projects mentioned in the preceding paragraph, will be given to public welfare institutions.

No grants will be made by national, prefectoral, or local governments for the establishment or re-establishment of private welfare institutions.

Where public welfare institutions are not adequate or available, persons requiring public assistance in institutions may be placed in private institutions. In such cases government funds may be used to reimburse these institutions (including hospitals) up to an amount not to exceed the average per capita cost of care. This will be determined on a basis of current operating expenses after deducting income.

Restricted

Restricted

Whenever funds from the national treasury are used for projects authorized above, prior approval must be obtained from the Welfare Ministry.

All subsidies by the National Government since 30 April 1946 in violation of any of the above provisions will be discontinued at once. They may not be resumed except by special permission from SCAP on individual cases.

The Welfare Ministry officials were instructed to impart this information to subordinate levels of the government and to rescind all laws, ordinances, and instructions insofar as they are in conflict with the above.

SECTION II

MEDICAL SERVICE

For the week ending 27 September 1946, the Japanese Civilian Hospital Strength Report shows 2992 hospitals operating with a bed capacity of 213,795 beds, 114,498 of which are occupied. There were 415,123 outpatients treated.

SECTION III

VETERINARY AFFAIRS

General

A representative of the division attended a conference of Prefectural Chiefs of Milk and Meat Inspection held in the Ministry of Health and Welfare and delivered an address relevant to the actual procedure of installing the "Dairy Score Card" system of dairy farm inspection. In conjunction with this conference a visit was made to dairy farms in the Hochioji area where each farm was scored by each Prefecture Chief followed by a discussion of errors made in scoring.

Restricted

Restricted

The principle defect noted was a tendency to score too high, because of a lack of knowledge of sanitary requirements.

Prefecture Chiefs were informed they would be held responsible for the efficiency of inspectors, in the enforcement of instructions set forth in the "Dairy Score Card" system.

Reports from the Japanese

Animal Disease Report. The Ministry of Agriculture and Forestry, Animal Disease Section, reported the following new outbreaks of diseases during the period 20-26 October 1946.

<u>Prefecture</u>	<u>Diseases</u>	<u>Cases</u>
Kanagawa	Swine Erysipelas	1
Gumma	Swine Erysipelas	1

SECTION IV

SUPPLY

General

Dr. J. W. Foster has reported to Public Health & Welfare Section for duty as consultant in connection with production of penicillin.

Representatives of the Supply Division attended the monthly meeting of the Japanese pharmaceutical Manufacturers Association in Osaka and visited a number of pharmaceutical plants in that vicinity.

Several insecticides have been placed on the market in small containers bearing a label which would indicate that the contents included DDT. The value of these products is questionable since actual DDT content is usually negligible. The Ministry of Health and Welfare has issued instructions to the effect that in the future DDT powder will be marketed only in 10% strength and in containers of not less than 10 lb capacity.

Restricted

Restricted

This action was intended to restrict sales of items containing insufficient quantities of DDT. At the same time any worthwhile DDT products will be marketed in sufficient strength and quantity to be of some value in public health programs.

Production

Production of DDT Dusters and spraying equipment during period 21-26

October:

DDT Dusters	550
Sprayer, Knapsack Type, 3 gallon	825
Sprayer, Semi-automatic	210

Officials of the Health and Welfare Ministry reported that the price of penicillin has been reduced to ¥200 per vial of 30,000 oxford units with a subsidy of ¥90 furnished by the Japanese Government. Previous price of penicillin was ¥400 per vial of 30,000 oxford units with ¥180 subsidy by the Japanese Government.

A conference was held 1 November with representatives of the Ministry of Health and Welfare on the subject of penicillin production. The main outline of the organization and objectives of the penicillin program were presented and discussed.

On 29 October a party including Dr. Foster, Major Bourland and Captain Cummings made an inspection visit to the following two penicillin plants.

Kawasaki factory of Meiji Sangyo Kaisha, Ltd.

Teikokusha Agric. Chem. Company.

The operating procedures were observed briefly and suggestions for improvements made at several steps in the process. The Meiji Plant impressed the party in size, condition and equipment and may be rated Class A.

Restricted

Restricted

The Teikokusha Plant is still laboratory scale, quite ill equipped for production and rates Class D.

Distribution

The Japanese National Red Cross is contemplating distribution of the large amount of medicines and other medical supplies held as a reserve for emergency use in their headquarters warehouse. Distribution of these supplies will be made to the Red Cross hospitals throughout Japan.

Narcotics

A program to obtain a record of all narcotic addicts in Japan, whether presently using narcotics or not, has been inaugurated. The Ministry of Welfare is preparing a sample form in blank to be completed on each addict. Pending the receipt of this sample form, one copy of which is to be retained by the prefecture and another copy forwarded to the Ministry of Welfare, the following information will be obtained from all addicts as rapidly as possible: Prefecture, date, name of addict (including aliases), sex, place and date of birth, personal description, years in city or district, if transient other places of abode, means of livelihood, date of narcotic addiction, date of first narcotic arrest, date and charge of first non-narcotic arrest, reason for addiction, present and recent availability of drugs, present source of supply, cures, local rendezvous, addict associates or acquaintances, source of supply of these persons, complete criminal history, signature and stamp of addict.

The Ministry of Welfare was instructed to complete the removal of excess stocks from retailers, hospitals, doctors, dentists and veterinary surgeons to local wholesale houses by 15 December 1946. It is desired that stocks of wholesalers show the actual amount of narcotic working-

Restricted

Restricted

stocks in Japan as of 31 December 1946.

Hospitals inspected by SCAP - Narcotic Control Officers continue to report they are gratified, that under the new narcotic control system they can buy necessary narcotics at a fair price, only a small amount need be purchased at one time since there is no compulsion to buy large stocks for eventual shortages, and resorting to the blackmarket is not only illegal but unnecessary.

On 25 October an investigation, directed by SCAP-Narcotic Control Officers and participated in by a Tokyo Narcotic Inspector and police of Arakawa Police Station, resulted in the arrests of the racketeer-head of Asakusa Ward (who ostensibly was doing business as an entertainment booking agent), a criminal lawyer, and a convict currently in jail for murder. To date three pounds of opium powder, one-half pound of codeine, and one-half pound of narcopon have been seized. The investigation is continuing.

SECTION V

PREVENTIVE MEDICINE

General

Lt. Col. Charles M. Wheeler reported for duty as consultant on typhus fever.

Diphtheria

The seasonal rise in the incidence of diphtheria has apparently been checked. The latest available official reports show that the incidence has remained almost constant for three weeks at approximately 70/100,000/ annum.

Restricted

Restricted

Typhus Fever

Plans were completed for the projected typhus control training program to be held in Sapporo and Akita City for Japanese health officers. Final details were worked out with Drs. Shibayama and Yosano of the Bureau of Health, Welfare Ministry.

Dr. T. Tsuchita, Chief, and Dr. C. Ito, Assistant Chief, of the Osaka Prefectural Health Section visited this office and presented tentative plans for typhus control in Osaka. Minor changes and additions were suggested, and the problem of supply procedure was discussed. The practicability and importance of making louse counts were stressed, as was the importance of louse control measures not involving the use of DDT.

Venereal Disease Control

In the prefectures visited to date, Prefectural Health Officers and Venereal Disease Control Officers were advised to establish additional clinics in order to furnish service to the inhabitants in the large centers of population and not merely those which happen to be near troop concentrations. Military Government Health Officers are urged to stimulate this type of development in all prefectures.

Clinicians were directed to make more clinical diagnoses. In the absence of culture facilities and with the known deficiencies of smears as diagnostic aids, it is believed that the majority of infected cases are being missed at the present time and allowed to return to their work of infecting the population.

Water Supply

Water supplies are generally adequate in quantity, due to the recent

Restricted

Restricted

increase in rain fall. Work continues on the distribution systems in war damaged areas, and considerable improvement in leak stoppage is apparent.

A program for investigation of semi-public and individual supplies is being studied with a view to making available, information and facilities for improving these supplies.

Waste Disposal

Lack of improvement in the collection and disposal of refuse has been attributed to the premium placed on transportation and the low wages paid to workers in this type of activity.

Insect and Rodent Control

The potential danger due to the prevalence of rodents is expected to increase with the approach of winter, when rats are driven by cold weather and the lack of natural food sources into closer contact with humans. The possibility that some of the typhus may be murine in nature adds to the importance of the problem. Educational programs designed to facilitate control both by individuals and by groups are being formulated. The manufacture of traps and poisons and training in the proper use thereof are being stimulated by the Welfare Ministry.

Port Quarantine

Information from Korea indicates that the cholera situation there continues to warrant strict Quarantine Control of those people who are being processed as repatriates to Japan. Such measures as a routine 6-day quarantine period serve not only to prevent the advent of more cholera to Japan but also to prevent the tie-up of needed shipping, since repatriates, among whom cholera is found, must be quarantined on shipboard on ar-

Restricted

Restricted

rival in Japan.

Cases of smallpox and louse-borne typhus have begun to appear in incoming repatriates. In anticipation of a continued and increasing incidence of these diseases, general provisions governing their Quarantine management have been added to present directives.

It has recently been provided that lepers may be repatriated to Japan. According to latest reports five lepers have been received at Sasebo and arrangements are being made for their transport to Leprosaria in Japan.

SECTION VI

CONSULTANTS

Nutrition

Results of the food consumption studies in the August nutrition survey in the rural areas in 27 prefectures are as follows:

Restricted

Restricted

SECTION VIII

DIRECTIVES TO THE IMPERIAL JAPANESE GOVERNMENT

NONE

for G. M. Sams

CRAWFORD F. SAMS
Colonel, Medical Corps
Chief, Public Health & Welfare Section.

3 Incls:

- #1 - Communicable Disease Report for week ending 2 November 1946.
- #2 - Venereal Disease Report for week ending 26 October 1946.
- #3 - Summary Report of Communicable Disease in Japan for four week period ending 26 October 1946.

Restricted

Enclosure nos. 1 and 2 missing

SUMMARY REPORT OF COMMUNICABLE DISEASES

Transmitted herewith are the weekly reports for venereal disease for the week ending 26 October and for other reportable diseases for the week ending 3 November 1946.

The weekly rates have been calculated on a 7 day rather than a 52 week basis for the first time. This revision in method has produced only a slight, if any, change in the rates.

Also for the first time, rates have been calculated for the cumulative figures.

On a weekly basis typhoid and dysentery continued to decline, the rise in diphtheria was checked, all venereal diseases continued to show an increase, and no significant change was noted in other reportable diseases.

Comparisons of weekly and cumulative rates show some interesting changes. The current venereal disease rate is much higher than the cumulative rate but this may indicate better reporting and more efficient case finding as well as a greater prevalence of the diseases.

The current rate is lower than the cumulative rate for all other diseases. No significant difference is apparent, however, except for smallpox, epidemic typhus and typhoid, all of which were more numerous earlier in the year.

CHILD WELFARE

Child Welfare, as a term set off by itself, has the general implication, to the majority of people, the world over, as something about or to do with a child who is mentally deficient, delinquent, orphaned or homeless and the extra and special care and treatment of a child who is possessed of one or more of these particular conditions.

Mental deficiency, physical handicap, or social maladjustment are not the only factors in a full and understanding approach to a child and his care under the full meaning of the term, "Child Welfare." The program in its fullest meaning includes the responsibility of planning, cooperation and coordination in the fields of education, recreation, health and labor.

The responsibilities that are ours in a Child Welfare program for Japan can well be divided into two (2) phases, under the presumption, of course, that we are cognizant of all of the intricacies and ramifications in this broad field of Social Science.

The two (2) phases may well be divided into (1) Emergency Phase and (2) Planning and Post Emergency Operational Phases.

In the emergency phase, we will have to content ourselves with meeting the specific child care problems in the most expedient methods, with an attempt to apply to whatever Japanese child care technique that may exist, the benefits of our own training, observation and experience. This phase will mean, and has of necessity meant, closing our eyes to many inadequacies and inefficiencies in the public and private Japanese program of Child Welfare. The sustaining of life, on a minimum of subsistence, within a country stripped by a 9 year war, leaves little to find and much to want. Our main job and prime responsibility has been, during the emergency phase, to direct the Imperial Japanese Government to accept the full responsibility for the care and protection of homeless, dependent and neglected children. This was accomplished by the issuance of SCAPIN 775 dated 27 February 1946 subject: "Public Assistance" and later by the Imperial Japanese Government passing the Daily Life Security Law.

This Directive was not drafted specifically for the child who was in need of protection and care, but was drafted to throw upon the Japanese Government its full obligation of caring for all of its people who are in need by making available food, clothing, shelter and medical aid on the basis of that need, without preference or discrimination. This was the entering wedge to bridge the gap that had existed between the Japanese Government and its people. The beginning to end, the practice of the Government exacting responsibility of the classes to Government, without Government accepting any measurable responsibility for the people.

The Directive in all of its barrenness of just words is cold, but it accomplished the purpose for which it was intended - the immediate care of the needy people and this care being a Government responsibility. It was sort of a mechanical process - procurement of those supplies

needed and effecting their distribution - very little more was expected. The accomplishment was not satisfactory in all quarters, but in the overall program of relief, Japan's people received sufficient sustenance to maintain a social and economic living. By social, is meant that food riots and general disorder were diverted. By economic, is meant that the daily routines of farming and business continued.

The Japanese Government has had, since the initial occupation, many months of experience in the business of providing assistance to those of its people in need. The challenge before us now is to encourage and direct this beginning to the point where the original Directive, which now has become a Japanese law, ("Daily Life Security"), takes on the warmth of an understanding Japanese Government administration and where the desire to improve the social structure in Japan is constant.

This brings us into the second phase of Planning and Post Emergency Operation which has been our concern for several months and is our chief concern from here on out.

This phase brings us today face to face with defining, in our own minds, just what is the Child Welfare Program for Japan to embrace. In a very few words, it should provide for the "protection and care of homeless, dependent and neglected children, and children in danger of becoming delinquent and to provide an adequate child welfare service, properly staffed and financed to accomplish the foregoing responsibility of the Japanese people through their Government."

The purpose of Child Welfare Program is to provide specialized services to those children, who, because of some physical, mental or social handicap, require specific plans to meet their particular needs. This program is not limited to children who cannot be cared for in their own homes. A careful study of each situation may mean that the children of a family need not be separated - temporary placements may provide care for children who might otherwise have to be placed in poor-houses or local jails.

Child Welfare embodies the following four classifications of children who are in need of special services:

- a. Physically handicapped
- b. Mentally handicapped
- c. Socially handicapped
- d. Orphans

The physically handicapped child, in modern social trends, includes a child suffering from a malady which might lead to crippling. The services offered include hospitalization, transportation, appliances and/or boarding home care.

The mentally handicapped child calls for special plans to meet his

needs. Frequently mentally defective children need to be placed in a special institution equipped and staffed to deal with this particular child's problem. Careful psychological and social studies should be made of children needing such institutional care.

The socially handicapped child usually requires more skill, patience and time than will be needed by other children falling within a Child Welfare Program and it is a major problem confronting Japan today. This child comes from a home where the parents are not interested in his lot - where only one parent survives and the surviving parent is not capable along with "grubbing & living" to give the proper attention to the child - it involves the child who is turned out of the home without having had sufficient food and on his way to school, etc., falls into a system of his own or with a gang of others to procure a few odds and ends, be they "chocolettes", "cigarettes" or other items with which he may barter or trade. A youngster in this group is a fertile field for the Japanese engaged in illicit traffic and often a juvenile is apprehended with U. S. Government Property or his person and as a consequence finds himself a resident of an environment that needs no description here - a Jap jail. On this point, however, it is well to acquaint you with your responsibility when you find conditions that warrant improvement within the local jail. AFPAC Regulations 80-20, dated 3 May 1946, paragraphs 1b and 2c also SCAPIN 93, dated 4 October 1945, sub-paragraph 2, paragraph 4, subject: "Removal of Restrictions on Civil Liberties" are applicable to confinement of persons in Japanese prisons and jails. The AFPAC Regulations (80-20) allow persons committing offenses against the Occupation Forces to be confined in Japanese prisons and jails. However, the condition of the prisoners, their treatment and care is the responsibility of the local commanding officer. SCAPIN 93 charges the Imperial Japanese Government to give proper care and sustenance to those persons confined in jails and prisons by the Japanese. Therefore, the responsibility has been definitely placed, regarding the welfare of those persons confined in Japanese jails and prisons.

The streets, parks, railroad stations and areas surrounding Occupation Forces' billets and buildings give visual and tangible evidence of the child falling into the socially handicapped group. Some of these children are orphans, but a surprising number are not, some are encouraged by their families to roam the streets in search of handouts for themselves, as well as being under obligation to bring home some of that American candy, etc. It takes little imagination to picture the chain of events that may develop in the life of the child coming from this type of home discipline.

The orphan and homeless child obviously needs first of all, a home. This child may be mentally or physically handicapped and if so, he requires special treatment beyond that extended to what we might call, for the lack of a better term, a normal orphan or homeless child. The home provided for this child in Japan will, under existing conditions, be a public institution or a private institution. Public institutional care of the child in Japan is far from measuring up to reasonable standards, because of many factors. Two major factors at present are the lack of

adequate supplies and suitable facilities. Private institutions are affording a higher standard of care due to two reasons, namely: (1) Staffed with better qualified personnel (having one or more persons with training and experience in North America and Europe) and (2) Supplemental funds through contributions.

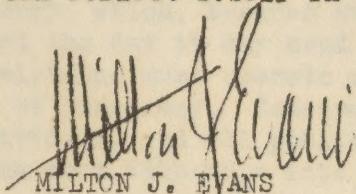
Every effort should be made to first, assist in the improvement of the facilities now available, both public and private. Secondly, encourage and assist in securing qualified personnel. Thirdly, establish a system of child placement through a foster home program. Every child the world over is entitled to a home, if not his own, certainly a good substitute home and this does not preclude that a properly managed children's home cannot measure up to fill this need.

A word of caution on any contemplated foster home program in Japan is wise at this time. Japan is a maze of small family enterprises and every precaution must be taken to insure that a child placed in a foster home is not placed there through purchase, lease or under the guise of adoption and become the victim of involuntary servitude and for labor abuses. The labor laws in Japan do not extend any protection to minors working in enterprises operated by "members" of the same "family". Until such time as the labor laws in Japan give full protection to minors, every precaution must be exercised in the development of a foster home program for exacting safeguards and surveillance against the abuse and subversion of the program, otherwise the program will defeat its own purpose and will be another guise for exploiting the homeless child and the orphan for "family enterprises".

The problem that confronts us in the field of Child Welfare is not an easy one. Years, hundreds of years, of custom and tradition cannot be upset overnight. Two age groups in Japan are given special consideration as far as family social ties are concerned; the very young and the very old. The pressure of poverty has caused thousands of children to be "sold" into labor and/or services every year, either with or without their consent. The sale was usually the contract form where for a certain sum the child was sold into so many years servitude. Poverty in the rural districts of Japan, and it is still existent, was so great that the only apparent way to write off the family indebtedness was to actually sell the services of the child. While this condition was relieved by the passing of the law, "Prevention of Cruelty to Children" in 1933, there still remains in Japan very little family feeling, as we know and understand it, for children. Particularly is this true of children outside their immediate family group. Exceptions to the Japanese laws have crept in, particularly during the war years. Today devious methods are being used by families, to pay off debts, and the industrialist, to keep production costs down, to put children in some form of labor bondage.

We have a responsibility of vital importance in assisting in the planning and operation of the welfare of the child in Japan. The extent to which we can mold public opinion to the need of an adequate Child Welfare Program and the power we exercise in having the Japanese

Government accept this full responsibility, from the Ministry down through the local governments, will measure the progress of the Occupation in implanting the full meaning of democracy in the minds and hearts of Japan's young - where it can reflect itself in the years ahead.



MILTON J. EVANS

Chief, Welfare Service Branch
Public Health and Welfare Section, SCAP.

PUBLIC ASSISTANCE

Public assistance is that provision of a democratic government whereby the government (welfare) agency acts in behalf of all the citizenry in providing for that portion of the citizenry, which, because of circumstances beyond individual control, cannot meet the day to day need for food, shelter, clothing or medical care. Public assistance must operate consistently in accordance with the basic principles of democracy. Democracy is built on respect for the integrity of the individual, and all public assistance policies, standards, and practices, needs must take this into account.

".....we need to recall that democracy itself has been built on concern for the common man and faith in him, and that governmental provisions for services have developed as a result of this concern and as an expression of that faith. Belief in the right to a useful life and sufficient security so that the individual has an opportunity to seek his individual happiness underlies steady development of major public services."

Hence, public assistance in any form is a practical expression of the concern of the entire community for those persons, acquaintances or strangers, who, through no fault of their own, are in need of some type of care.

Public assistance is a practical means of meeting this need for food, shelter and medical care, and affords security not only to those in need of the care, but also to those who provide the care. No man's granary is safe from pillage when hunger stalks the street.

THE RIGHTS OF PUBLIC ASSISTANCE RECIPIENTS AND APPLICANTS

The individual who has lost ability, through infirmity, or opportunity through unemployment, to attain economic self-sufficiency, has lost none of his rights as a citizen and as a human being. A person applying for, or receiving public assistance in any form retains the same rights that were his when he had economic independence.

The person in need of food, because of disappearance of savings, is in the same situation as the man who is in need of food because of the destruction of his warehouse. The individual in need of shelter because of typhoon destruction needs a roof over his head as urgently as the person whose home was burned in an air raid. And the family that needs assistance in securing medical care because of the death of the bread winner in an industrial accident, needs help as quickly as the family whose bread winner was lost in battle. So the person in need has a right to:

- (1) Make application for public assistance and to have his need determined according to his, or his family's situation.
- (2) If not satisfied with the original decision, to appear to the next higher authority for review and redress.
- (3) When need has been determined, receive aid as a matter of right in an unchanged amount, until there is a change in the individual

situation, and to receive such assistance as will meet minimum needs, as the community can afford.

- (4) Be afforded the same uniform courtesy and consideration as is given any other person in need of public assistance without discrimination or special favor.

A periodic review of a family's situation should be made to determine the necessity of increasing or decreasing assistance.

THE RESPONSIBILITY OF A RECIPIENT OF PUBLIC ASSISTANCE

When an individual has accepted public assistance, he is obliged to accept the legal limitations surrounding it. While the governmental agency responsible for a public assistance program must keep investigation to a minimum and must treat all applicants and recipients with dignity and sympathy, the applicant is bound in good faith to give a complete and truthful picture of his immediate situation, including a listing of his assets, and his prospect for future employment. While verification of statements made by the applicant will be necessary, he is still the best single source of information of the situation and conditions that confront and surround him.

BASIC STANDARDS FOR PUBLIC ASSISTANCE

In order to assure a person or family receiving public assistance, a minimum of dignity and human well being, the governmental welfare agency must have and follow standards for measuring need and determining the amount of assistance that will be given. Thus, an applicant's total requirements, less resources such as housing, fuel, clothing, garden produce, and food stocks on hand, equals the need that exists and indicates the amount of assistance to be given. Assistance given may be in form of a cash grant, or it may be in kind, that is food, shelter, fuel, clothing or medical care. Standards of public assistance assure equitable treatment of persons in like as well as dissimilar situations. Standards also give staff or agency personnel and security of a workable pattern by which and within which discretion and judgment can be exercised in carrying out the government plans and policies.

In developing standards for public assistance, and in establishing "yard sticks" of measurement of need, costs of living will be found varying from rural to urban areas, and from cold to milder climatic areas, and from season to season. It is apparent that an allowance for fuel in Hokkaido will vary widely from summer to winter, and that fuel requirements in Sapporo will be different from those of the Tosa area in any season. Again, rentals in an urban area such as Tokyo or Kyoto will be substantially different from rentals in Aki, Kochi Ken, or Kieda, Tokushima Ken, or any small city or country village. And it might be expected that housing in a war damaged area will be higher than in an area that escaped damage.

Any complete standard will of necessity include a low cost of living; a minimum standard of living below which no one could live in anything like decency, and a maximum figure beyond which the government could not be expected to provide. In times of great stress and of widespread privation, the bare minimums might be all that could be met by the government, while in periods of relative prosperity, the numbers of persons in need being comparatively few, the maximum standard might be the guide.

Much of the foregoing is a decided departure from an outmoded and hit-or-miss type of welfare program. General acceptance of new principles by the people is predicated on (a) intelligent, planned, coordinated legislation based on past indigenous experience and the utilization of the best of the native customs and social patterns, and (b) a well programmed publicity campaign that will keep the citizenry abreast of the changes being affected in the old legal welfare frame work. Now legislation will be of little effect if it is not understood and accepted. To be truly effective and to have complete acceptance, development should come from the indigenous public and private welfare agencies, and individuals, leaders therein. It should represent native desire rather than (foreign) occupational demands.

Nelson B. Neff
NELSON B. NEFF
Colonel, CAC
Chief, Welfare Division
Public Health & Welfare Sec.
SCAP

(1 Nov. 1946)